Guidelines for the Long Range Conservation District Program [Plan]

Designed to Assist Supervisors to

Assume Their Responsibilities for

Total Resources Development

and Conservation

March 1974

State of Montana
Office of The Governor
Helena 59601

THOMAS L JUDGE
GOVERNOR

March 26, 1974

Dear Conservation District Supervisors:

Recently, the Nation has been swept with a concern for environmental quality. This concern is justified. Montana, too, has its concerns. Montana's Yellowstone and Missouri River waters are not of the quality we desire. Streambank erosion continues to be a serious problem. Some of our lakes are beginning to show signs of serious pollution. We are faced with growing saline seep problems. Wind and sheet erosion continues to threaten our fertile croplands. Much of the state's rangeland has severely eroded because of overgrazing. Certainly, one of the largest water pollutants is sediment.

The challenges are here, but the grass roots organization and commitment to deal with these problems also exists in the Conservation Districts. The majority of land use decisions are made at the local level. Aggressive, forward-looking leadership by the districts will help ensure that these decisions will continue to be made by local people who are closest to the problems.

I commend the efforts of Conservation Districts in promoting wise land use planning. I further commend the districts in developing and implementing land use plans in cooperation with federal, state, local and private agencies. The emphasis in the guidelines on cooperative planning with county planning groups is particularly encouraging.

I urge each district to use the land use planning guidelines in both long-range planning, and as a means of better coordinating your activities with other agencies, organizations and citizens.

Sincerely,

Thomas L. Judge

THOMAS L. JUDGE
Governor

MONTANA DEPARTMENT OF NATURAL RESOURCES AND CONSERVATION

THOMAS L. JUDGE, GOVERNOR
GARY WICKS DIRECTOR

MEMBERS OF THE BOARD
JOSEPH W SABOL, CHAIRMAN
OWEN E SOWERWINE
DR WILSON F CLARK
DEAN HANSON
RILEY OSTBY
CECIL WEEDING
DAVID G DRUM

449 3712
32 SOUTH EWING
NATURAL RESOURCES BUILDING
HELENA, MONTANA 59601

March 26, 1974

Dear Conservation District Supervisors:

Land use planning demands the best efforts of individuals and groups in order to achieve the primary goal of planning; use of the land and water resources of the state to achieve the most desirable quality of life. The guidelines are intended to provide for a more complete understanding of the land use planning process, and also to furnish some ideas which each Montana Conservation District can apply to its specific planning situation.

The districts have long been making valuable contributions to the protection of our land and water resources, and to the agricultural economy of Montana. I am certainly aware that many district supervisors prefer a quiet, modest approach to conservation. But, we are now in a new era and I feel the time has come for all of us with planning responsibilities to assert ourselves.

Montana is faced with problems massive in scope--problems which have resulted in severe environmental degradation in other states. I believe we still have time to determine our future direction; a direction that can achieve a quality of life that is without equal for Montanans.

To bring Montana's problems to a resolution, to help protect her unique resources, her productive agricultural lands, and the special way of life she offers, we must formulate and achieve long-range growth and land-use goals. The districts have a key role in the definition of goals and in the development and implementation of plans to achieve those goals. Throughout the process, districts will have to enlist all available assistance, and above all, make themselves heard.

Please be assured that the DNR&C stands ready to work with the Conservation Districts in these vital tasks.

Sincerely,

Gary J. Wicks

GARY J. WICKS, DIRECTOR
DEPARTMENT OF NATURAL
RESOURCES AND CONSERVATION

GJW/BC/nj

MONTANA DEPARTMENT OF NATURAL RESOURCES AND CONSERVATION

THOMAS L. JUDGE, GOVERNOR
GARY WICKS, DIRECTOR

CONSERVATION
DISTRICTS DIVISION

MEMBERS OF THE BOARD
JOSEPH W. SAROL, CHAIRMAN
OWEN T. SOWERWINE
DR. WILSON F. CLARK
DEAN HANSON
RILEY OSTBY
CECIL WELDING
DAVID G. DRUM

4409 2108
E. SOUTH EWING
NATURAL RESOURCES BUILDING
HELENA, MONTANA 59601

March 20, 1974

TO: Supervisors, Montana Conservation Districts

FROM: O. M. Ueland, Chief O M. Ueland
Soil Conservation Bureau
Conservation Districts Division

SUBJECT: Outline for Conservation District Long Range Program

Attached is a new revised Outline for Developing Conservation District Program (Long Range Plan). This takes the place of the outline provided you in December, 1962.

This updated outline was requested by your Association. Also, the following MACD resolution has a bearing: "Whereas, we would like to see our districts and the land use within them be handled in an acceptable and orderly manner - with interest of all resources in mind, Therefore, be it resolved, the MACD encourages each district to take the lead in broad land use planning to provide guidance in proper land use and as in accordance with the moral obligations and legal responsibilities given them by the people of Montana."

These guidelines were developed with the knowledge and comments of several agencies and organizations close to conservation districts. Special thanks are due Montana Association of Conservation Districts, USDA Soil Conservation Service, Montana Extension Service, Department of Natural Resources and Conservation, Department of Intergovernmental Relations Planning Division, Department of Fish and Game, Department of Health and Environmental Sciences Water Quality Bureau, County Commissioners Association, League of Cities and Towns, Local Government Coordinator Governor's Office.

These guidelines, like planning itself, are intended to be flexible and subject to change and improvement. However, it is highly desirable that they be followed rather closely for uniformity to be of added value to county planning and regional and/or state planning.

This outline is far from perfect. While we have had much input, we haven't had all that would be desirable. These are your guidelines and should reflect what you want. We feel that although the guidelines are fairly solid, they can be altered. The method for change is as follows: Any district or agency that would like a page or section changed should forward its

proposal to the Chief of the Soil Conservation Bureau, Department of Natural Resources and Conservation. It will then be discussed with the MACD, RCAC, and cooperating agencies, and, if a concensus approves, the change will be forwarded to the conservation districts and agencies. However, please feel free to make individual changes to reflect the particular situation in your district. I only ask that you keep us informed of such changes.

Developing a comprehensive conservation district program is not easy, yet we don't want to make it so complicated that it will break down of its own weight. If anything, we want to keep on the short and simple side to keep the program workable. Don't bite off more than you can chew; do the most pressing and important first, and go from there. If you are pressured to do more, ask the pressure people to help you.

A good conservation district program will help head off undesirable pressures. You will be constantly reminded by us to do as much as possible of the job to which you were elected. If some of these things are left undone, or have received no attention, a vacuum exists, and other forces may take over.

You are confronted with many planning groups representing water; rangeland; crops; woodland; wildlife; recreation; land uses for housing, industry, commerce, and transportation; wilderness economics; RAD; RC&D; RECP; community; weeds; etc. Basically, your planning is for soil conservation, but because soil is basic, you have the advantages of adopting other planning efforts into your plan to contribute to soil conservation and proper land use and in turn lending a great service to the objectives of these special plans. For instance, it is generally recognized that, in the area of land use planning in Montana rural counties, the conservation district plan with some added considerations can very well serve as the county commission land use plan. This helps avoid duplication of government. Another program which conservation districts are close to is the state and county rangeland resource program. This can very easily be adopted into your conservation district's program. Others, like the State Water Plan, State Recreation Plan, and State Economic Plan, all have possibilities for being worked into your plan.

You will note in the outline that we desire to review any new conservation district plans or revisions as to content before their adoption by your district, in keeping with conservation districts law.

I, or someone from DNRC, will attempt to visit each conservation district during the year to further explain this outline, and we stand ready to be of any possible assistance.

MONTANA DEPARTMENT OF NATURAL RESOURCES AND CONSERVATION

THOMAS L. JUDGE, GOVERNOR
GARY WICKS, DIRECTOR

CONSERVATION
DISTRICTS DIVISION

MEMBERS OF THE BOARD
MATTHEW SAHOL, CHAIRMAN
OWEN E. OWERWINI
DR. WILSON L. CLARK
DEAN HANSON
RILEY OSTBY
CECIL WEEDING
DAVID G. DRUM

[illegible]
NATURAL RESOURCES BUILDING
HELENA, MONTANA 59601

March 20, 1974

TO: Chairmen, Conservation Districts

FROM: O. M. Ueland, Chief
Soil Conservation Bureau
Conservation Districts Division

SUBJECT: Land Use Problems

A recent publication titled Land Use Planning for the Great Plains put out by the Great Plains Agricultural Council refers to the following as being six major land use problems:

1. Resource Conservation and Development
   a) strip mining problems
   b) control of water use
   c) conflicts between commercial use of land and its use for recreation or wildlife
   d) soil conservation to reduce soil erosion, sediment
   e) salinity problems
   f) need for appropriate policy to direct economic activity and location of population

2. Use (or non-use of Rural Zoning)
   a) need for rural zoning to assure effective planning and land use control for rural residence and businesses
   b) compatibility of land uses
   c) misunderstanding surrounding purpose of zoning, what it involves, and who is protected from what
   d) fragmentation of ownership
   e) unscrupulous practice of some developers to sell property of doubtful value in remote "subdivisions" to unsuspecting buyers.
   f) mobile home parks outside city limits
   g) zoning for flood plain protection

3. Fringe areas surrounding land in a particular use
   a) effects on farmland values, assessments, and location
   b) public services/water pollution
   c) windfall profits

4. Pollution Control
   a) pollution from agricultural sources
   b) solid waste disposal

5. Recreational use of land
   a) access to and protection of recreational lands
   b) control of off-road vehicles (ORV)

6. Effective Organization for Planning and Resource Control
   a) issue of purposes of land use planning and control
   b) multiplicity of planning activities
   c) no central force deciding what is being planned for
   d) determination of land use issues at federal level, at state level, at local level (local land use control vs. state land use control)

Your Conservation District Annual Work Plan and revised updated Long Range Programs (Plan) should reflect the above items where these items are a problem, especially the resource conservation and development items. In reviewing some of your plans I see that you have included these and other items. This list is forwarded to you as a further check off and to indicate what some people outside of district supervisors are thinking.

I am concerned also that your district is an effective organization for item 6, listed above. As the Agriculture Council report indicates this is one of the six major problems in land use planning and control.

Conservation Districts working with County Commissioners, County Planning Boards along with some state guidance and and assistance of your state and federal cooperating agencies who have planning and enforcement responsibilities should overcome most of these problems at least to a more acceptable degree to society.

You may want to file this letter with your planning guidelines for ready reference or secure the publication "Land Use Planning for the Great Plains" published by Department of Agricultural Economics, Nebraska Agricultural Experiment Station, University of Nebraska, Lincoln.

I must further emphasize,that in developing your annual and long range plans, be sure to frequently include your county commissioner and legislators in the process and provide them with copies. They are confronted with a variety of land uses and need to know your plans and problems and what districts can do with their support.

OMU/jc
cc: District Conservationists
Area Conservationists
A. B. Linford

GUIDELINES FOR LONG RANGE
CONSERVATION DISTRICT PROGRAM (PLAN)

Table of Contents

FOREWORD

Land use planning in Montana continues in that awkward stage of much talking and little doing. Most people accept the value of land use planning as a process to maintain and enhance the environment in which they live. The key question now is, "What should we do to actually carry out this process?" These revised Planning Guidelines for Montana Conservation Districts represent a continuing effort to find answers to this extremely complex and crucial question.

Hopefully, the guidelines will assist district supervisors in updating district long-range plans on a more comprehensive basis. While district supervisors have traditionally been concerned with agricultural practices, many other land uses are inseparable. For example, agricultural land located in fertile river bottoms is often subjected to the most severe pressures because of its proximity to water, relative low cost of development, aesthetic value and recreation potential. Impacts can include increased subdivision activities, commercial recreation developments and landowner-public disputes concerning access and vandalism.

Conservation districts have a vital function in local planning because of their direct involvement with land use problems, legal authority, lengthy experience in the natural resource aspect of planning and strong desire to participate in more comprehensive planning.

The following guidelines represent a comprehensive approach to conservation district long-range planning. A consideration of the broad range of elements described herein will greatly enhance the leadership and credibility of the district as a strong local planning group. The district is encouraged to apply this approach so far as is practicable and to improve upon the completeness of its plan with each annual review.

These guidelines have been drafted under the assumption that district supervisors should become aware of complementary planning efforts within their jurisdiction so that their own efforts may be better incorporated into a broader planning process. Active participation by the district in other local planning efforts will provide several benefits including economy in planning, better use of natural resource information and improved acceptance of planning by local people.

In addition, these guidelines should provide a framework for uniform plan formulation without sacrificing the flexibility and local initiative needed for each district plan. Uniform procedures will facilitate the combination and coordination of district plans for state and sub-state planning.

PLANNING PROCESS

The table of contents shows a suggested sequence for plan formulation. For example, with full public participation, policies and goals are determined from which priorities are derived for the inventory. Specific objectives are then based on inventory data which can be used to identify alternative ways of reaching the objectives. The actual plan should show problems and opportunities of the various alternatives so that responsible decisions may then be made based on effective public communication. Because planning is a continuous process, the plan must be evaluated to meet changing needs.

The meanings of policies, goals and objectives are often confused. The following general distinctions may be helpful.

A. Policies -- statements in the plan which indicate broad recommended directions for the plan area as well as general directions for conservation district involvement in land use planning.

B. Goals -- statements in the plan which indicate broad long-term actions for the district.

C. Objectives -- statements in the plan which indicate specific and more immediate actions for the district.

An example of a policy, goal and objectives is presented. The number of policies, goals and objectives in a plan will vary from area to area according to population, land use pressures, geographic size, scope of the plan and natural and social complexity of the area.

Policy -- to protect prime agricultural land from incompatible uses.

Goal -- Discourage residential use of areas on prime agricultural land.

Objectives

A. Seek tax reform to encourage retention of prime agricultural and range lands.

B. Seek zoning regulations.

C. Conduct education-information programs.

D. Seek floodplain designation.

E. Identify prime agricultural lands.

F. Encourage efficient economic agricultural enterprises.

Example of Planning

One of the districts' broad policies, conserving the soil, can be used to illustrate the planning process. As a means of this, the plan should indicate broad, recommended actions such as discouraging high intensity uses in erosion hazard areas.

Public participation, as well as a general familiarity with district problems, should help determine priority areas for the resource inventory. The inventory may then identify and describe those specific erosion-hazard sites where management and/or regulation are needed.

Detailed objectives (actions), such as educating the public concerning the causes and cures of man-accelerated erosion for a particular location, may then be derived from the needs identified in the inventory. With the assistance of agencies and citizens, alternative means of achieving the objective will emerge. For instance, different ways of financing a public information program may be identified and considered.

At this point, a plan may be formulated and communicated to the public so that necessary revisions may be made. Active public participation will provide an awareness of the needs and desires of the people, as well as a realistic method of plan implementation. Because of constantly changing conditions, the plan must be periodically evaluated and revised to assure its relevance and public acceptability.

SUMMARY

It is through land use that man makes his most direct and lasting impact on the overall quality of the natural environment. The plans for each District will vary according to present and potential land uses of the particular area. Although the Conservation Districts of Montana are essentially rural, in some areas urban development is becoming more pronounced.

Planning may be defined as a rational process for formulating and meeting objectives. The following summary is presented as an overview of the more detailed guidelines.

A. Identify problems and broad goals.

B. Make an inventory of existing conditions.

   1. Collect and analyze information on population and economic base.

   2. Determine and map the existing land use patterns.

   3. Discern the travel habits and patterns of the people.

   4. Describe the available utility services.

   5. Analyze base data on natural resources of the area using all information available from private, county, state and federal agencies, including:

      a. Soil surveys;

      b. Mineral and energy potential;

      c. Flood hazards and 100 year floodplain;

      d. Present and potential drainage problems, seep areas, high water table, etc.;

      e. Supply of surface and ground water;

      f. Water quality (sediment);

      g. Erosion; and

      h. Fish and Wildlife.

C. Use the inventory to form objectives.

   1. Coordinate land use and water resource planning considering flood control, floodplain management plans, watershed projects, etc.

2. Describe the existing local land use regulations, or lack thereof.

3. Indicate the lands most likely to receive pressures from urban development, as ascertained from available knowledge of general suitability and accessibility.

4. Identify key areas to be strictly regulated or protected from development:

   a. Prime agricultural land (Classes 1, 2 and 3),

   b. Flood prone areas, and

   c. Geological hazard areas such as faults and slides.

5. Identify erosion and sediment problems.

6. Indicate lands (particularly river valleys) most likely to receive pressure for recreational use. Carefully define and describe recreational resource, or resources which attract use.

7. Identify water-related concerns specific to the area:

   a. Urban and suburban drainage problems, storm water run-off, separation of storm-sanitary sewers, etc.;

   b. Protection of wetlands;

   c. Mine drainage problems;

   d. Oil field subsurface use of water; and

   e. Other factors.

8. Identify unusual qualities of the area:

   a. Archeological,

   b. Historical, and

   c. Other.

D. Formulate alternatives.

1. Compare and evaluate alternatives on the basis of

   a. cost,

   b. local acceptance,

   c. Realism, and

   d. The relation between the alternative and major needs in the district.

2. Alternatives should include provisions for

   a. People living and working on the land and in communities,

   b. The productivity of the land, and

   c. People using the land and water base for recreation and personal enjoyment.

3. Alternatives should be evaluated for their effects on

   a. Social well-being, and

   b. Regional needs.

E. Include a consideration of certain problems.

1. Identify land-related problems:

   a. Land speculation, absentee ownership;

   b. Land use conversions, reassessments, etc.;

   c. Free enterprise;

   d. Development in areas prone to natural hazards; and

   e. Visual unsightliness.

2. Identify people-related problems relative to:

   a. Lack of comprehensive planning such as

      (1) Land use, and

      (2) Other elements;

   b. Lack of coordination with other groups who depend on land use such as

      (1) Cities and towns,

      (2) Irrigation districts,

      (3) County planners,

      (4) Range management, and

      (5) others.

F. Your Plan:

1. Appoint plan formulation work group;

2. Secure conservation district and public involvement;

3. Appoint plan formulation work group - test area, develop different plans according to locally determined goals and objectives; and

4. Work closely with citizens and groups in selecting the best plan alternatives for the district or project area.

PLAN FORMULATION

Plan formulation is an essential step in long-range district planning which should be undertaken after the components of the district plan as outlined below have been completed. After plan alternatives have been determined, the actual plan should be formulated for communication to the public. The plan is presented in document form because it will be most useful to citizens, supervisors and governmental representatives when it can be referred to, studied, analyzed and updated. Written plans also help establish continuity in planning.

As many preliminary drafts of the plan as are necessary for full public review should be prepared prior to plan adoption in order to ensure that 1) citizens and planning agencies can support it, and 2) the plan is a meaningful tool that will help to achieve district objectives.

A. Plan Elements

In order to prepare a plan, it is essential to decide upon plan elements. It is then necessary to study and project needs for each element to be included in the plan. It is important to include in the plan enough elements to portray a COMPREHENSIVE view of the district.

Various elements of a comprehensive district long-range plan have been presented in order to show some of the topics which will need analysis although the list is far from complete, it should provide a checklist of some of the concerns which are common to most parts of Montana. However, the list of elements will vary in each Montana district.

History - it is desirable to prepare a brief history of the district in order to bring the entire planning effort into perspective. Historic areas and buildings should be identified and described. Existing planning activities in the area for each plan element should be inventoried and analyzed so that duplication can be avoided.

For plan elements concerning physical characteristics, the people and the economy, see the inventory section, Page 14.

B. Publication Format

1. Looseleaf Binders - Because the plan is a document which will require frequent revision and updating, it is recommended that office and supervisor copies of the plan be enclosed in a three ring binder. Flexibility will be encouraged by the resulting ease of amendment to meet changing situations.

2. Brochure - The final plan document may be condensed into a small brochure or newspaper supplement for mass distribution. In this case only the policies, goals, and objectives, together with a single map summarizing the plan, are necessary.

3. Map - It may be useful for reasons of cost and mass distribution to have the plan reduced to a simple map with supporting policies, goals and objectives. Such a map, in color, would be particularly appropriate for a land use plan. However, it is an abstraction which can be difficult to understand. Maps also tend to underemphasize human aspects of the plan.

4. Film or Color Slides - It is possible to reduce the plan to a motion picture or series of color slides. Such media can constitute the plan document and/or serve the purpose of developing a better understanding of plan and implementation.

C. Supervisor Area Plans

It may be desirable to develop the plan by supervisor areas. It is suggested that the plan could very well be divided into the five rural supervisor areas and the urban areas as separate parts under the jurisdiction and responsibility of each supervisor representing that area. Larger scale maps could be used.

The total district plan would be in large part a summation of the individual supervisor area plans. There would be of course a need for district-wide coordination but generally the parts could add up to the whole.

I. PERSPECTIVE - PURPOSES

A. General

The _____ Conservation District Program is a local level plan of assistance to conservation district land occupiers for soil and water conservation and related natural resource uses based on land capability. The CD plan serves in part and contributes to:

1. Resource conservation and development planning;
2. Comprehensive land use planning;
3. Environmental enhancement planning; and
4. Pollution abatement planning.

The plan involves:

1. Obtaining and reacting to public involvement;
2. Recognizing problems and opportunities for wise use and development;
3. Establishing policy;
4. Setting goals;
5. Establishing priorities;
6. Securing financing, technical and other assistance;
7. Inventorying and analyzing the natural resources;
8. Determining objectives;
9. Promoting conservation education;
10. Coordinating the implementation efforts of cooperating land occupiers and many resource groups and agencies; and
11. Continuing evaluation and updating to reflect changing situations.

B. Purposes

1. Soil Conservation

The primary purpose of the district is preventing soil erosion. In doing this, the district necessarily becomes

involved in water conservation, rangeland management, forestry and all related land uses.

Assistance has come primarily from agricultural agencies. It is anticipated that other agencies and programs, such as the Department of Housing and Urban Development, the Environmental Protection Agency and the Federal Revenue Sharing Program, may provide more assistance.

Increased pressures and demands for land as a place to live, work and play are expanding the district's role. The district has traditionally been oriented toward agriculture, for this is the use to which most land and water has been put. Many cooperators of the district are now non-agricultural.

Coupled with this public pressure for a wider diversity of uses is increasing demand for a quality environment. Consequently, additional purposes of this program are to plan measures for pollution control and abatement to include ecological considerations in determining the highest and best use of land within its capabilities, and to choose intelligently among the many competitive uses. The latter purpose involves consideration of the multiple use concept as opposed to single use, plus an evaluation of trends toward public ownership and the various methods of regulation that might be used to effect proper land use. Soil conservation also gives emphasis to enhancement of water quality, natural beauty, and wildlife; preservation of scenic qualities, historic sites, and unique natural areas; and improvement of environmental health, job opportunities and education of the public.

2. Administrative Guide - (Outline of plan for land use and natural resource development)

This plan will serve as an administrative guide for supervisors and is an outline of the means whereby the board of supervisors hopes to coordinate efforts for the orderly management of the natural resources on all lands in the district. (Reference is made to the "Basic Guide for Montana Conservation District Supervisors", designed to assist supervisors to assume their responsibilities for total resource conservation and development.)

3. Reference

This plan will serve as a reference for technicians, county commissioners, land use planners, community planners, researchers, educators and others working with the district, particularly those agencies that require a district program to follow as provided in Memoranda of Understanding or other appropriate agreements.

4. Annual Work Plan

This plan will serve as a basis for developing the Annual Plan of District Operations.

5. Information

This plan will serve as the basis for an information program. Information will be directed to the public, particularly electors, cooperators, land owners-managers-occupiers-developers, legislators, county commissioners, conservation agencies and organizations, schools, churches, libraries and planning and development agencies.

6. Problems and Opportunities

The district program (plan) identifies the conservation problems and opportunities recognized by supervisors, cooperating agencies and advisory groups and outlines measures to correct the problems and/or develop wise management of natural resources. This program attempts to give a history of the district, to explain and evaluate the present condition of the natural resources (soil, water, vegetation and wildlife), the opportunities that exist to protect and develop these resources, and the policies, goals and objectives, and working procedures of the supervisors. This program gives consideration to all private and public lands.

C. Jurisdiction

1. Private Lands

Basically the district program has jurisdiction in the private ownership land area and deals with water, soil and related resources. It has, as overall objectives, the treatment of each acre according to its needs and the use of each acre within its capabilities.

2. Public Lands

Mutual problems and opportunities for the conservation, development and use of public lands are intended to be correlated with the public land administrators, managers and users.

D. Method

Land occupiers voluntarily sign cooperative agreements and agree to develop and carry out a conservation plan with such help and assistance as may be provided by the district and other agencies working through the district. There are also mandatory provisions in the CD law for land use regulations and sediment control.

E. Authorization

The district program is authorized under provisions of the Montana Conservation Districts Law, Sections 76-101 to 76-233, R.C.M. 1947 as amended, and particularly Section 76-108 (8). Programs are required in Memoranda of Understanding or other appropriate agreements the district has with the following:

1. U. S. Department of Agriculture dated _____

   a. Soil Conservation Service dated _____

   b. Forest Service dated _____

   c. Agricultural Research Service dated _____

   d. Farmers Home Administration dated _____

   e. Agricultural Stabilization and Conservation Service dated _____

2. U. S. Department of Interior dated _____

   a. Bureau of Land Management dated _____

3. Montana Department of Natural Resources and Conservation dated _____

4. Montana Department of State Lands dated _____

5. Montana Fish and Game Commission dated _____

6. Montana Extension Service dated _____

Informal working relations have been established or are desired for cooperation and assistance from the following:

1. Federal Government

   a. U. S. Department of Interior

      (1) Bureau of Outdoor Recreation

      (2) Bureau of Reclamation

      (3) Bureau of Sport Fisheries and Wildlife

   b. U. S. Department of Health, Education and Welfare

   c. U. S. Department of Commerce

      (1) Office of Economic Opportunity

d. U. S. Department of Housing and Urban Development

e. U. S. Department of Labor

(1) Economic Development Administration (EDA)

f. U. S. Environmental Protection Agency

g. Others

2. State Government

a. Montana Highway Commission

b. Montana Environmental Quality Council

c. Employment Security Commission

d. Montana Department of Intergovernmental Relations

e. Montana Department of Health and Environmental Sciences

f. Montana Library Commission

g. Others

3. Local Government

a. County Commissioners

b. City Councils

c. City-County Planning Boards

d. County Planning Boards

e. County Superintendent of Schools

f. School Districts

g. Special Purpose Districts

4. Non-Governmental

Informal working relations have been established or are desired with associations having resource interests such as:

a. Development Groups,

b. Grazing Associations,

c. Cattlemen associations,

d. Woolgrowers,

e. Graingrowers,

f. Marketing groups,

g. Sportsment groups,

h. Conservation organizations,

i. League of Women Voters,

j. Trout Unlimited,

k. Sierra Club

l. Rod and gun clubs, and

m. Others

Other major laws which relate to the district program are:

1. P.L. 46, Soil Conservation and Domestic Allotment Act of 1936. (USDA Secretary's Memorandum No. 1488 of February 1, 1962);

2. P.L. 566, Watershed Protection and Flood Prevention Act of 1954;

3. P.L. 87-703, Section 102 of the Food and Agriculture Act of 1962, Resource Conservation and Development Program;

4. P.L. 91-190, National Environmental Policy, January 1, 1970;

5. P.L. 92-500, Federal Water Pollution Contral Act of 1972;

6. P.L. 92-419, Rural Development Act of 1972;

7. P.L. 93-86, Title X, Agriculture and Consumer Protection Act of 1973;

8. Water Quality Rules and Regulations of Department of Health and Environmental Sciences;

9. Floodplain Rules and Regulations of Montana Department of Natural Resources and Conservation;

10. Subdivision Regulations of the Montana Department of Intergovernmental Relations and County Commissioners; and

11. Others.

F. Organization, Location and Acreage

The District was first organized on _____, as a result of petitions to the State Soil Conservation Committee and a hearing

and referendum held, and included _____ (location, acreage). Subsequent additions including cities and towns and present total acreage were added to the district on _____ and included _____.

The District name was "_____ Soil Conservation District" until _____, when it was changed to "_____ Soil and Water Conservation District", and on _____ the name was changed to "_____ Conservation District". These changes reflect broader resource conservation and development responsibilities assumed by the district and changes in the law. The original supervisors were: _____

G. Responsibilities

(Refer to Conservation Districts Law, Title 76, R.C.M. 1947.) The supervisors are elected by qualified electors within the district. They form the governing body of the conservation district, with broad authorities as outlined in the Conservation Districts Law to develop and carry out a resource conservation and development program. The Montana Department of Natural Resources and Conservation and supervisors can request state and county funds for the operation of the district.

II. PROBLEMS AND POLICIES

Before starting the plan there should be a general recognition of the problems, opportunities and trends in soil conservation and land use. The district policies may be formulated from this broad picture.

It is the _____ Conservation District's policy to work cooperatively with other groups, individuals, and local, state and federal government to better achieve mutual objectives related to sound soil and water conservation planning. The district will cooperate with other local planning bodies by exchanging information and other resources and by assisting with necessary coordination. In addition, the long-range plan is designed to carry out the district program with respect to the conservation of soil and water resources, control and prevention of soil erosion and prevention of flood water and sediment damages. It shall further be the district's aim to prevent impairment of dams and reservoirs, protect the tax base, assist in furthering the natural resource policies and programs of the state and help carry out land use policies and regulations as provided in the Montana Conservation Districts Law and other Montana statutes.

Specifically, the _____ Conservation District adopts the following vital elements for its long-range land use planning program:

A. Education and information programs are needed to convey a basic understanding of the need for proper land use to all segments of society. Land use policies and plans must be developed with broad public involvement to ensure citizen support and understanding.

B. Consideration must be given to the needs and desires of the people for productive soils and a quality environment to ensure attractive, convenient and satisfying places to live, work and play.

C. The land's capabilities, limitations and potentials are identified by soils and other related resource inventories.

D. Development which results in unsightly urban sprawl should be discouraged.

E. Fundamental changes in land use, such as converting productive agricultural lands to nonagricultural uses or increasing the intensity of a single land use should be considered only after an evaluation of the long-term ecological, social and economic effects.

F. After mining, construction and similar activities which alter and destroy the surface the land must be treated and reclaimed for future uses.

G. Land use policies should consider the impact and influence of the property tax structure. Tax structures should encourage agriculture, wildlife, recreation and similar uses of land in the public interest.

H. Land use policies and plans need periodic review to determine changes in land resource use which are consistent with environmental and social needs.

I. The rights to economic opportunity and freedom of choice in the use of land should remain with the landowner so long as they do not destroy the resource or conflict with a safe, clean and healthy environment for society.

J. Land use policies should be oriented toward protection of the natural integrity of wildlands, which are an integral part of our history and way of life in Montana.

More specific district policies are:

III. GOALS

The policies previously outlined reflect goals with which most people can generally agree. In each local situation these goals can be made more specific and yet remain broad enough to achieve the consensus needed to begin effective land use planning.

The articulation of broad goals and the identification of land use problems are the foundation of land use planning and must precede the inventory phase. In the absence of a much needed national or state land use policy as an overall framework for planning, the Conservation Districts recognize the importance of defining planning goals so that the important question, "What are we planning for?" may be addressed.

The Conservation Districts can be instrumental in raising the basic issue, which is the kind of future local people want. What kind of place do they envision their locality as being in five, ten or thirty years? Do people like what they perceive? If not, what can be done?

These are the kinds of questions that must be considered before planning can work. The subject of broad goals should be discussed at planning board meetings and other gatherings. District supervisors and cooperators are not alone in their concern about the effect of economic growth and development of their way of life.

Examples of topics to consider before setting goals are:

A. The effect of economic growth on life styles;

B. The effect of industrial development on agriculture;

C. The rate of conversion of agricultural land to other uses;

D. Trends in irrigation vs. dryland farming; and

E. Land management needs as reflected by the location and rate of soil erosion.

List goals:

IV. PRIORITIES FOR INVENTORY

There must be general priority-setting criteria for the direct involvement of conservation districts in land use planning. Conservation districts can also be instrumental in helping local government set priorities for land use planning, and such priorities are essential to effectively use and protect scarce natural resources.

The following factors should be considered in setting priorities for planning involvement and in selecting critical areas which require detailed inventories.

A. Financial and technical resources which the district has or can obtain through cooperative agreement;

B. Rate, kind and magnitude of land use changes;

C. Progress of the local governing body in planning;

D. Local concern for effective land use planning;

E. Presence of rare or unique natural and/or cultural resources;

F. Loss of resources, both rare and "common," as a result of land disturbance;

G. Threat of land disturbance in natural hazard areas;

H. Relationship of other conservation programs, such as RC&D, to local planning;

I. Relationship of state and regional planning activities to local planning;

J. Land treatment needs as reflected in the Conservation Needs Inventory;

K. Farm and ranch conservation planning;

L. Sediment control practices; and

M. Critical areas in terms of sedimentation, water quality and soil erosion.

List items needing detailed inventory by priority:

A.

B.

C.

V. INVENTORY (General)

While a recognition of problems and broad goals is necessary to give direction to the inventory phase, the actual inventory process will assist in further discovery and definition of problems.

Adequate basic data is essential in order to determine specific objectives and design educational programs on land use planning. The provision of adequate data for public use is essential if public participation in the continuous goal-setting process is to be achieved.

Need for Integrated Planning - Effective long-range district planning will require a "team" effort, bringing together the talents of federal, state, regional and local agencies, groups, corporations and private citizens. Each of these interests may very well have a different outlook as to how the land should be used. All of these points of view must be recognized in the inventory as well as in other phases of the plan. The initial inventory should include a listing of these agencies as sources of data, a listing of available talent and a survey of projects related to planning. The USDA Committee for Rural Development and their Situation Statements are a good starting point.

The steps include:

A. Delineate study areas (i.e., a conservation district, a critical area within a district, or a combination of districts based on regional similarity, or a Conservation District Supervisor Area.)

B. Prepare base maps with streets, roads, streams, etc.

C. Prepare a land ownership map.

D. Prepare a land use survey showing existing land use.

   Survey may begin with aerial photos and field checks with the help of local citizens. This is an excellent chance for local people to be involved in planning.

E. Prepare a Natural Resource Inventory (See page 24)

   1. Appoint a district coordinator for the inventory to help develop coordination with other planning agencies and groups.

   2. Provide guidance and assistance for the local planning staff.

   3. Gather and interpret available data.

   4. Conduct an inventory within the framework of the basic resources (soil, water and vegetation) for:

a. Patterns that threaten human safety such as flood patterns showing 100 year floodplain;

b. Patterns that offer hope for human survival such as cropland. Identify soils offering the best opportunity for food and fiber production; and

c. Patterns which may enhance human well being and happiness, such as water and wetlands.

(1) Wetlands - marshes, wildlife habitat, aquifer recharge areas, and sources of natural springs;

(2) Open water - clean water offers vast areas of quality open space for recreation, aesthetic enjoyment; and

(3) Floodplains - excellent agricultural, recreational, and open space areas with little opportunity for safe development.

F. Prepare a Political, Social and Economic Inventory. (See Page 32)

A. Natural Resource Inventory Elements

Following are inventory elements and a suggested plan format. For more detail, refer to "A Resource Inventory Method for Land Use Planning in Montana", DNRC, December 1973.

1. Land Survey

Physiography

a. Climate

b. Landforms

(1) Mountains

(2) Foothills

(3) Basins

(4) Floodplains

Further information on landform analysis is presented on page 20 of the above referenced study.

2. Land Use Survey

The standard survey of the county or existing land use surveys as are available.

Land uses can be color coded to show:

Land Use (level I)	Color
a. Urban	Orange
b. Scattered built-up	Yellow
c. Agricultural	Light Green
d. Rangeland	Brown
e. Forestland	Dark Green
f. Water Areas	Blue
g. Barren Land	White
h. Mineral and Energy Production Areas	Gray
i. Transportation, communication and utility Corridors	Red

(Note: For further detail on a recommended land use classification system, see the above cited study, Page 14.)

3. Soil Surveys

a. Special mapping projects Total acres _____

b. Detailed soil surveys

(1) total mapped acres _____

(2) total to complete job acres _____

(3) completion date _____

c. Soils interpretation needs and information for various uses:

(1) Sources of natural and man-caused sediment;

(2) Range site and condition;

(3) Prime agricultural land - cropland according to capability class;

(4) Woodland suitability interpretation;

(5) Irrigation suitability interpretation for prime agricultural lands;

(6) Limitations of floodplain soils;

(7) Limitations for septic tank filter fields;

(8) Limitations for home sites;

(9) Limitations for roads;

(10) Limitations for sanitary land fills;

(11) Recreation potential; and

(12) Wildlife habitat and species potential.

4. Vegetation Survey -Grasslands

a. Range and pasture grasses

(1) species - climax, increasers, decreasers, invaders, exotics

(2) site and condition

b. Shrubs - forbs

(1) species - climax, increasers, decreasers, invaders

(2) site and condition

c. Native rangeland ownership and condition

(1) Private

(a) Excellent condition _____ acres
(b) Good condition _____ acres
(c) Fair condition _____ acres
(d) Poor condition _____ acres

(2) Public Domain (BLM administered)

(a) Excellent condition _____ acres
(b) Good condition _____ acres
(c) Fair condition _____ acres
(d) Poor condition _____ acres

(3) State (Department of Natural Resources and Conservation administered)

(a) Excellent condition _____ acres
(b) Good condition _____ acres
(c) Fair condition _____ acres
(d) Poor condition _____ acres

(4) State (Department of State Lands administered)

(a) Excellent condition _____ acres
(b) Good condition _____ acres
(c) Fair condition _____ acres
(d) Poor condition _____ acres

(5) National Forest (U. S. Forest Service administered)

(a) Excellent condition _____ acres
(b) Good condition _____ acres
(c) Fair condition _____ acres
(d) Poor condition _____ acres

(6) Other: _____

(a) Excellent condition _____ acres
(b) Good condition _____ acres
(c) Fair condition _____ acres
(d) Poor condition _____ acres

d. Tame Pasture

(1) Current acreage _____

(2) Productivity rating HIGH _____ acres LOW _____acres

(3) List kinds of grasses and legumes

e. Tame Hay

(1) Current acres _____

(2) Productivity rating HIGH _____ acres LOW _____ acres

(3) List kinds of grasses and legumes, number of acres of each kind.

f. Wild hay (acreage _____ tons per acre _____)
high & low

g. Weeds

(1) noxious weeds
_____ acres
_____ kinds

Treatment
_____ acres
_____ kinds

(2) poisonous weeds
_____ acres
_____ kinds

Treatment
_____ acres
_____ kinds

h. Range management problems (list)

5. Water Resources Survey

a. Inventory - (In addition to giving an inventory figure on each item below, give a brief situation statement as to associated problems and opportunities or alternatives for conservation. What can your district contribute to each item?)

(1) Precipitation,

(2) Mountain snowpack,

(3) Groundwater supply (springs, wells) - geological data available on quality and quantities, current consumptive use, problems and opportunities,

(4) Streams - by name. Seasonal flow, fishery situation (both local and migratory), present uses, problems and opportunities,

(5) Natural lakes - surface acres and acre feet (diversion requirements), seasonal fluctuations, special uses (particularly consumptive), fish habitat and potential problems such as weeds,

(6) Man-made reservoirs, farm and ranch ponds, livestock ponds, wildlife and recreation ponds (see conservation needs below) - their uses, including fishing, recreation and fire protection, problems and opportunities,

(7) Summary of current supply and consumptive uses for:

(a) mining,

(b) municipal,

(c) industry,

(d) domestic,

(e) fish and wildlife,

(f) recreation, and

(g) agriculture,

(8) River basins (boundaries and characteristics within the district),

(9) Water development projects, watersheds (P.L. 566), Bureau of Reclamation, Corps of Engineers, State, other,

(10) Floodplains,

(11) Drainage,

(12) Water rights,

(13) Water management (problems, etc.)

(14) State water plan,

(15) Municipal or regional water plans,

(16) Weather modification, and

(17) Saline seep.

b. Water use plan - Should be interwoven with the land and related resources.

(1) Irrigation needs for future use - source of supply, quantity, projects needed to make water available, etc.

(2) Other uses, including industrial, fish propagation (local and migratory), municipal, sewage and other waste disposal, projects and quantities needed

(3) Flood control plans with identified practices and projects

(4) Drainage problems and practices needed

(5) Pollution abatement measures needed, including critical sediment source treatments

(6) Research needs

(7) Financial needs

(8) Organizational needs (project areas, water districts, etc.)

(9) Legislative needs

6. Woodlands Inventory

a. Species

(1) Commercial _____ acres

(2) Non-commercial _____ acres

b. Field windbreaks (extent of)

c. Shelterbelts (extent of)

d. Orchards

(1) Kinds _____ acres

(2) Production

e. Management (problems and opportunities)

f. Ownership

7. Wildlife

a. Present areas of habitat and fisheries

b. Present areas of fishing and hunting

c. Trends and projections in fish and game populations

d. Trends and projections in demand

e. Supportive services and manpower

f. Access problems

g. Problems

8. Visual Resources

a. Scenic areas and buildings - size, location, age and characteristics

b. Unsightly areas - size, location, age and characteristics

c. Sign control or architectural ordinances

d. Problems listed

e. Projected needs

9. Recreation

a. High density areas

b. General outdoor recreation areas

c. Natural environment areas

d. Outstanding natural areas

e. Primitive areas

f. Historical and cultural sites

g. Critical travel zones

h. Use zones (day and weekend)

i. Primary and secondary nodes of interest

For further detail, see Resource Inventory Method, Pages 54, 55 and 77.

10. Mapping Suggestions

The Resource Inventory Method contains a series of interpretive maps which show the types of data and resource features which

should be considered in preparing district maps for the long-range plan. The large map scale of 1¼"/ mile which is used in the publication, is recommended only for small portions of the district which may be selected for detailed inventory. As a rule small scale maps (e.g. ½"/ mile) would be adequate for features such as land use, ownership and soil types.

Base maps may be obtained from the Water Resources Division of the DNR&C. In the larger counties it may be desirable to produce resource maps for each supervisor area of the district. This would help the supervisor pinpoint his responsibilities in relation to specific problems and opportunities in his area.

The county governments which are working on local master plans for rural areas, have the same basic mapping requirements as the districts. It may be very beneficial to both the district and the local county planning staff to work jointly in the preparation of maps. Considerable time, money and duplicated effort may thus be saved.

B. Political, Social and Economic Inventory

1. Land Administration Control

a. Land ownership and tenure — Acres

(1) Small private _____

(2) Large private _____

(3) Tribal lands _____

(4) County _____

(5) Department of State Lands _____

(6) Department of Natural Resources and Conservation _____

(7) Department of Fish and Game _____

(8) Public domain (Bureau of Land Management _____

(9) National forest (U. S. Forest Service) _____

(10) Other federal _____

b. Operating Units (list number of various kinds)

c. Trends in changing land use patterns

d. Non-landowner or operator interests

(1) Federal agencies, particularly those that have services, skills, or financing programs for helping to plan or implement plans such as SCS, FHA, HUD, EPA and others

(2) State agencies, such as the Department of Natural Resources and Conservation, Department of Intergovernmental Relations, Department of Health and Environmental Sciences, Department of Fish and Game, University of Montana, Montana State University and others

(3) Local governments - County Commissioners, County and Regional Planning Coordinators, County Extension Agent, city officials and special purpose districts

(4) Associations of resource interests such as conservation groups, grazing associations, cattlemen's associations, woolgrowers, wheat associations, marketing groups, sportsmen groups and others

(5) Banking and financial institutions, fraternal interests and service clubs such as Granges, Farmers Unions, Farm Bureaus, Kiwanis, Lions, Rotary, Chambers, Garden Clubs, League of Women Voters, Scouts and others

2. Land Use

a. Agricultural development

(1) Historical background

(2) Changes in agriculture (types of farming, etc.)

(3) Types of farming and ranching

(a) Livestock

(b) Crops - grains, vegetables, berries, fruit, etc.

(c) Income producing recreation

(d) Farm forestry - lumber, christmas trees, wind-breaks, etc.

(e) Miscellaneous - bees, etc.

(f) Agricultural related commercial enterprises

(g) Other

b. Non-agricultural development

(1) Historical background

(2) Changes

(3) Types

(a) Urban - cities and towns (water and sewer, solid wastes, etc.)

(b) Commercial

(c) Mining

(d) Manufacturing

(e) Transportation - highways, airports, railroads

(f) Recreation land - golf courses, parks, scenic areas, wilderness, etc.

(g) Wildlife land

(h) Subdivision development

(i) Other

3. Economic and social conditions affecting all land uses

Economic studies will be needed to determine the future use of land and demand for local services.

4. People

Population studies which determine the number, sex, age, income and location of people in an area establish a basis for determining future needs for land use and for local services such as schools, parks, health and utilities.

Information needed may include:

a. Effects of land use changes on life styles,

b. Population projections for twenty or more years,

c. Urban and rural population breakdowns,

d. Numbers employed and unemployed,

e. Commuting patterns within, to and from the area, and

f. Migration to and from the area.

VI. OBJECTIVES

Objectives stem from goals and are specified as a result of the inventory. The Conservation Districts can help define planning objectives in the following ways:

A. Analyze inventory data for problems and opportunities requiring specific action.

B. Expand base of citizen participation in setting objectives through:

   1. Public meetings,

   2. Citizen surveys,

   3. Advisory boards,

   4. Special task groups, and

   5. Mass media.

C. Help pinpoint specific objectives.

D. Communicate with other planning agencies and groups.

E. Initiate educational programs.

F. Engage in public dialogue.

G. Present viewpoints to planners and decision-makers.

H. List objectives (see Conservation Needs to be Implemented, objectives, Page 45.)

VII. ALTERNATIVES

As objectives are derived from inventory information, alternative courses of action to achieve these objectives will also emerge.

Contradictions may appear between the policies, goals and objectives of the various plan elements (e.g., economic vs. environmental). At this stage in planning, alternatives should also be developed. Each alternative should be evaluated in comparison with the others on the basis of such criteria as:

- local acceptance
- costs
- realism
- relation between the alternative and the major needs in the planning area

Specifically, the Conservation District can help stimulate the necessary public interest and debate over alternative means of achieving land use objectives by:

A. Helping to develop alternative programs for goal attainment based on costs, methods of financing, timing, and sources of assistance;

B. Helping to identify physical and socio-economic constraints;

C. Publicizing planning objectives and alternative ways of reaching those objectives;

D. Providing information to public through mass media or other means;

E. Keeping open all avenues for citizen participation and feedback;

F. Working with advisory and special task groups;

G. Assisting the local planning staff with consultant selections, if professional consultation is considered necessary; and

H. Serving on advisory bodies, if requested.

Many of these activities are equally applicable to other stages of planning such as goal-setting, implementation and evaluation.

VIII. COMMUNICATION

Meaningful and continual communication must exist between all those involved throughout the planning process. Until pictures about man and his environment are clearly communicated, there can be little progress in achieving goals and objectives.

Communication takes place with both action and words. Values can also be communicated by the structure of the program.

For example; for years public participation tended to be limited to approval of a plan developed by the responsible agency. This communicates a number of things to the public:

A. "They don't really want anything but approval."

B. "The experts have all the answers."

C. "We are not really expected to have any good ideas."

These messages can also be conveyed by not including the public early enough in planning, by presenting alternatives but arguing that only one is really feasible, etc.

The most critical element in establishing public credibility is to maintain open two-way communication and complete visibility. People trust what they can see. Suspicion may begin as soon as important decisions are not visible.

It is thus essential to document all steps in the process and carefully explain to the public exactly what will be done with their data and in what form it will be presented to them.

Awareness of alternative land use options can be effectively developed by audio-visual presentation. Other specific kinds of communication techniques are indicated in the Public Participation section, Page 38.

IX. PUBLIC PARTICIPATION

If plans are to gain the acceptance necessary for implementation, they must reflect the desires of the residents of the district. There are several methods of encouraging informed public participation.

A. Task Forces

Task forces are made up of district supervisors, plus interested citizens and technical helpers such as county agents and soil conservationists. Task forces are usually formed around major topics or elements of the plan, but they can also be organized geographically on a county or district basis.

It is suggested that the CD chairman appoint members of the board to chair various task forces or committees to develop different elements of the plan or program. The standing committees of the CD are 1) Program and Outlook, 2) Budget and Finance, 3) Education, 4) Public Relations, 5) Legislative, and 6) Research, which correspond to those of the MACD. These committees may be assigned task force duties.

In certain functions such as range management, there may well be existing groups organized at the city, county, or regional level. Such an example is the State Rangeland Resource Program, which is active in most districts.

B. Public or Town Meetings

Meetings can be held in local communities in order to obtain open democratic discussion of plan and implementation proposals. Such meetings can be educational to citizens, elected local officials, and planners as well as providing input from area residents. Plans and ordinances should, so far as possible, reflect the concerns and desires expressed by citizens at such meetings.

C. Public Affairs Education

Training sessions for citizens or planning groups can be developed and held by nearby colleges. The Cooperative Extension Agent, State Division of Planning and other groups can assist in developing an understanding of planning and implementation. Programs can be organized on specific topics such as zoning. Public affairs education efforts should always be structured to be informative while allowing participants to express their own viewpoints.

D. Media

It is usually advisable for planning groups to invite the local news media to both routine and special meetings. At major steps

during the planning process the County Commission, Planning Board or Conservation District might make announcements on the progress of activities in the form of press releases or stories for the local newspaper and television and radio stations.

Concise presentations about land use issues can be communicated to the largest possible audience most effectively by use of radio. Specific questions can be posed so as to encourage two-way communication. Advantages include reduced demand for a person's time (as opposed to public meetings) and effective transmittal of information so as to promote informed public involvement at subsequent meetings.

E. Community Surveys

During the course of the planning process, surveys may be useful to determine attitudes of citizens toward various plan topics as well as toward the broader issues of economic growth and land use.

F. Publication

Prior to public hearings, proposed plans and ordinances should be published for public review. This is usually done in a local newspaper of general circulation in the area.

G. Alternative

As one extreme alternative, it is conceivable that a few supervisors or a DC could devise a "plan," largely irnore it and assume that the "Long Range" planning requirements have been met.

The preferable alternative is to work with all those affected by the plan and ensure that it is realistic and acceptable. Only by visible exposing all phases of the planning process to the public can this be achieved. People should feel free to offer changes to the plan at any time.

Clearly, as the complexity of land use decisions increases, the latter approach is the only one that will work if the district is to fulfill its responsibility as a key planning agency.

H. Public Hearings

Hearings are desirable for plans and most related regulations and ordinances. Such hearings should be conducted when the plan or ordinance is in a final draft stage, allowing citizens to express opinions before plans and ordinances are finalized.

X. IMPLEMENTATION

There are numerous techniques for implementing different elements of the plan. However, the use of each technique must be specifically fitted to the policies, goals and objectives of the district.

Various land use laws and programs are summarized below. This is not to suggest that each is recommended for implementation of the district long-range plan. Rather, the district should be aware of these options and of their effect on land use.

A. General Implementation Tools

1. Conservation District Organization, Plan of Work and Projects

The Conservation District Law provides broad authorities for carrying out a CD program. CDs must exercise strong leadership and utilize all possible assistance if they are to have successful programs.

a. Committees

The same people who assisted in developing the plan should be utilized to carry it through. The standing committees mentioned in the Public Participation section are valuable for this purpose. The Program and Outlook Committee (District Operations) should be responsible for giving direction to the various program elements, for priority selection, and for selecting alternatives. Technical agencies such as SCS will assist. The Budget and Finance Committee has the continuing function of arranging various finances to carry out the program. Proper funding can be readily justified, as conservation programs bring returns by contributing to the general welfare. The Public Relations Committee needs to communicate proper plan emphasis and facts as to concerning the district program to the public. An informed public brings support. The Education Committee seeks to conduct a broad educational program designed to carry out the main components, goals and objectives of the district program. The Extension Service and educational institutions can also help. The Legislative Committee should be organized to follow-through with local resolutions and necessary state and federal legislation to help implement the CD program. The Research Committee can identify conservation items needing further research in order to carry out plan objectives.

b. Meetings

Regular meetings should be held at least as often as once a month to review progress and stimulate activities.

2. Conservation District Cooperator Agreements

Voluntary agreements (using forms supplied by DNRC-SCB) are negotiated between the conservation district and the individual land occupier or group, association, or entity of government to supply certain services according to a plan such as a Farm or Ranch Conservation Plan, a Range Management Plan, or engineering plans for a specific conservation practice.

3. Consultive Services

Any individual or group can obtain information and advice on conservation and development of resources from the district if it is not expedient to formally sign as a cooperator.

4. Annual Plan of Work

Based on program goals and objectives the supervisors should request assistance from local, state and federal agencies in developing an annual plan of work. A review of the concurrence in relevant activities to be carried out by each cooperating agency should ensure proper direction and coordination. Guidance from the supervisors should emphasize sound resource conservation and development.

Work may be scheduled in tabular form showing what is to be done, when it is to be done, and by whom. Flow charts or check lists are other ways of showing the procedure.

5. Approval and Concurrence

All cooperating agencies and groups having agreements with the CD should review and concur in the CD program and supplements by attaching appropriate signatures. By giving each cooperating agency the opportunity to review and endorse the district plan, the plan's support will be increased and suggested improvements will more likely be forthcoming from the agencies.

The Soil Conservation Bureau, Department of Natural Resources and Conservation, requests that each district provide a draft copy of its long range program (and supplements) for review and approval.

6. Tax Policies

Possibly the most important but least understood plan implementation device is state and local taxation.

The tax values placed on land are often conservative, resulting in a direct subsidy to the land speculator. The low cost of holding land vacant is normally more than offset by increasing market values. This situation is a direct cause of urban and rural sprawl.

In other cases open land is over assessed according to speculative value because of surrounding development. This situation may be partly remedied by the "Greenbelt" law which now provides that qualifying agricultural land is to be taxed according to current rather than potential use.

7. Zoning

Zoning is an exercise of the police power, i.e., the power of the state to regulate in the interests of the health, safety and general welfare of the public. Some of the purposes of zoning include environmental preservation, limitation of congestion, protection of property values and adequate provision of community services. The county commission may establish zones or districts for different uses of land and may regulate developmental patterns, building use and the area around buildings.

Section 16-4704, R.C.M. 1947, provides that zoning regulations shall be in accordance with the comprehensive plan. Comprehensive ordinances apply to an entire planning area and in the absence of such a plan may place the zoning ordinance in questionable legal status.

If a jurisdiction is experiencing emergency land use problems, a temporary interim zoning regulation may be enacted pending the completion of a comprehensive plan within a reasonable time. Such authority is provided to the county commission in Section 16-4711, R.C.M. 1947.

8. Land Use Regulations

Section 76-109, R.C.M. 1947, provides conservation district supervisors with the authority to formulate land use regulations within the district in the interests of conserving soil and water resources and preventing and controlling erosion. A referendum is then submitted to qualified electors for their approval or disapproval of the regulations.

9. Floodway Management

Conservation Districts can contribute data to and become involved in floodway management. Pursuant to the Montana Floodway Management and Regulation Act of 1971, a floodway management program may be carried out as follows:

a. A request for flood delineation studies is made by the local subdivision of government to the Montana Department of Natural Resources and Conservation.

b. Completed studies are used if available, and federal agencies (U. S. Geological Survey, SCS, Corps of Engineers, etc.) are contacted by the Department for technical assistance.

c. After delineation, the Department conducts a public hearing on the establishment of the designed floodway. As a result, floodway lines will be recorded and data furnished to local officials.

d. The local governing body then has a maximum of one year to establish and enforce floodway land use regulations at least as stringent as those established by the Department.

e. After local regulations are in effect, or one year after transmission of the floodway data, permits must be obtained before establishing or altering any artificial obstruction within the designed floodway.

10. Subdivision Regulations

The Montana Subdivision and Platting Act of 1973 requires each local governing body to adopt and enforce subdivision regulations by July 1, 1974. These regulations must meet or exceed state minimum requirements and must contain provisions for an environmental assessment to be submitted by the subdivider. The environmental assessment must include the following types of information:

a. A description of every body or stream of surface water that may be affected by the proposed subdivisions, together with available ground water information and a description of the topography, vegetation and wildlife use within the immediate area;

b. Maps and tables showing soil types in the several parts of the proposed subdivision and their suitability for any proposed developments;

c. A community impact report containing a statement of anticipated needs of a proposed subdivision for local services, including education and busing, roads and maintenance, water, sewage and solid waste facilities, and fire and police protection; and

d. Such additional relevant and reasonable information as may be required by the Department of Intergovernmental Relations through its Division of Planning.

Local review procedures as well as district representation on county planning boards will ensure that the Conservation District is afforded an opportunity to evaluate each proposed subdivision within the district.

B. Assistance

1. Financial and Technical

Major types of assistance available from federal agencies include the Soil Conservation Service and Agricultural Stabilization and Conservation Service programs. In addition, water and sewer facility grants and loans from the Farmers Home Administration and Department of Housing and Urban Development "701" planning grants are also available.

If difficulty is encountered in locating the agency responsible for a program of interest, it may be helpful to call upon the following:

a. Department of Natural Resources and Conservation
Conservation Districts Division
Capitol Station
Helena, MT 59601

b. State-Local Coordinator
Office of the Governor
State Capitol
Helena, MT 59601

c. Department of Intergovernmental Relations
Division of Planning
Capitol Station
Helena, MT 59601

2. Private Assistance

A source of help often overlooked in planning programs is the private sector. Citizen groups, area banks or industries, and chambers of commerce may be crucial to plan implementation and should be involved in planning throughout the process.

Conservation Needs (Inventory)
To Be Implemented
(Objectives)

	Unit	Units Existing	Units To Be Done	High Priority Needs Within 5 Years	Est. Costs (1974 Prices)
1. Soil Resource Conservation and Development Needs					
Erosion Control	Acres				
Streambank	Miles				
Sheet	Acres				
Gullies, Headcuts	Acres				
Wind	Acres				
Standard Soil Survey	Acres				
Land Leveling	Acres				
Terracing	Miles				
Soil Improvement	Acres				
2. Rangeland Resource Conservation and Development Needs					
Management	Acres				
Seeding	Acres				
Fencing	Miles				
Weed Control	Acres				
Fire Control	Acres				
Insect and Disease Control	Acres				
Pasture or Meadow Establishment or Improvement	Acres				
Stockwatering Facilities	No.				
3. Water Resource Conservation Needs					
Irrigation Water Management					
Management	Acres				
Cropland	Acres				
Pasture	Acres				
Range	Acres				
Improved Irrigation Systems, Reorganizations					
Canal or Lateral	Feet				
Canal or Ditch Lining	Feet				
Field Ditch	Feet				
Pipeline	Feet				
Dikes Diversion	Feet				
Dam Diversion	No.				
Storage Dams	No.				
Sprinkler Systems	No.				
Wells	No.				
Land Leveling	Acres				

	Unit	Units Existing	Units To Be Done	High Priority Needs Within 5 Years	Est. Costs (1974 Prices)
Dams, multipurpose	No.				
Ponds for Fish and Waterfowl	No.				
Farm Ponds	No.				
Floodwater Diversion	No.				
Waterspreading	Ac.				
Floodwater Retarding Structure	No.				
Floodway	No.				
Grassed Waterway	Acres				
Drainage Field Ditch	Feet				
Drain, Main or Lateral	Feet				
Dikes and Levees	Feet				
Spring Development	No.				
Stockwatering Facilities	No.				
Management for Saline Seep	Acres				
4. Woodland Resource Conservation and Development Needs					
Management of Timber	Acres				
Reforestation	Acres				
Timber and Woodland Cultural Treatment	Acres				
Windbreaks	Acres				
Fire Control	Acres				
Insect and Disease Control	Acres				
Roads and Trails	Miles				
5. Recreation Resource Conservation and Development Needs					
Camp and Picnic Outdoor Recreation Developments	Family Units				
Other Outdoor Recreation Developments	No.				
6. Wildlife Resource Conservation Needs					
Wildlife Habitat Improvement (Food, Cover, Water)	Acres				
Wildlife Stream Improvement	Mi.				
Fish Ponds and Lakes	No.				
Rodent, Predator and Pest Control	Acres				

XI. EVALUATION

After the plan has been adopted it will normally require frequent updating by the supervisors to reflect changing citizen opinion and new information, as well as results of plan implementation. To insure that the plan is relevant, it should be reviewed and revised as needed, but at least once a year. These revisions are then incorporated into the district annual work plan.

A. Changing Citizen Opinion

One of the best examples is the widespread recognition in Montana that effective planning is necessary if local people are to control changing social and natural impacts. Coupled with a favorable political climate toward planning is an increasing concern for the quality of life which was taken for granted in the past.

B. New Data

New information may become available which should be incorporated into the plan. For example, a county soil survey may be published after plan adoption. The plan should then be revised to reflect improved knowledge of land capability for various uses.

C. Results of Plan Implementation

The results of each implementation devise, e.g. subdivision regulations, can be evaluated under use. New laws, government programs and tax reform may cause changes which should be reflected in the plan.

The Conservation District can assist with plan evaluation by:

1. Evaluating planning efforts with the local planning staff and governing body;
2. Publicizing evaluation process, pointing out that evaluation is continuous during all phases of planning;
3. Coordinating continuous evaluation with other public and private organizations;
4. Updating data for use in the continuous planning process;
5. Being aware of changes resulting from plan implementation;
6. Providing documentation needed for evaluation;
7. Helping develope approaches for public participation in planning; and
8. Reviewing long-range district program at least once a year in consultation with citizens and advisory personnel.

SUGGESTED ITEMS FOR

APPENDIX AND/OR REFERENCE

1. Resolution of Adoption
2. Acknowledgements
3. Maps
4. Conservation Needs Inventory
5. Annual Work Plan(s)
6. USDA CRD Situation Statement
7. USDA Statement on Land-Use Policy, Secretary of Agriculture Memorandum 1827 of October 26, 1973
8. MACD Statement of Land-Use Policy adopted November 1972
9. A Resource Inventory Method - DNRC of December 1973
10. Conservation Problems Needing Research, NACD Northern Plains Area, April 1, 1967

SUGGESTED DISTRIBUTION LIST

County Commissioners
County Planning Boards
Public Libraries
State Library - Helena
Montana State University - Bozeman
University of Montana - Missoula
Northern Montana College - Havre
Western Montana College - Dillon
Montana Tech. - Butte
Eastern Montana College - Billings
Montana Extension Service - Bozeman
School Libraries
County Sanitarian
District Conservationist
County Extension Agent
Appropriate 4-H Leaders
County agricultural organizations
County real estate, land development organizations
County Attorney
County Superintendent of Schools
Jaycees
Chamber of Commerce
Local service organizations
Ministerial Associations (Catholic, Protestant, Jewish)
Grazing Districts/ Associations
Irrigation Districts
Water Users Associations
State Agencies:
- DNRC
  - Director
  - Soil Conservation Bureau
  - Water Resources Division
  - Grass Conservation Bureau
  - Resources and Planning Bureau
  - Forestry Division
  - Energy Planning Division
- Department of Health and Environmental Sciences
  - Water Quality Bureau
- Department of Fish and Game
  - Director
  - Environment and Information Division
  - Fisheries Division
  - Game Management Division
  - Recreation and Parks Division
  - Planning Division
  - Regional Coordinators
    - Region 1 - Kalispell
    - Region 2 - Missoula
    - Region 3 - Bozeman

Region 4 - Great Falls
Region 5 - Billings
Region 6 - Glasgow
Region 7 - Miles City
Department of Intergovernmental Relations
Director
Economic Opportunity Division
Planning and Economic Development Division
Department of State Lands
Land Administration Division
Reclamation Division
Lieutenant Governor
Public Instruction, Office of Superintendent of
Basic Skills Director
Vocational and Occupational Skills Director
Environmental Quality Council Director - Helena
Department of Highways
Preconstruction Bureau - Helena
Highway Division Office
Department of Agriculture
Rural Development Coordinator
Federal
U. S. Department of Agriculture
U. S. Department of Interior
Soil Conservation Service
Bureau of Land Management
U. S. Forest Service
Bureau of Reclamation
Housing and Urban Development
Health Education and Welfare
Environmental Protection Agency
Bureau of Sport Fisheries and Wildlife